



Proactive Release

The following documents have been proactively released by the Department of the Prime Minister and Cabinet (DPMC), on behalf of the Lead Coordination Minister for the Government's Response to the RCOI's Report into the Terrorist Attack on the Christchurch Mosques, Hon Andrew Little:

Report Back Cabinet Paper and Work Programme

The following documents have been included in this release:

Title of paper: *Establishing a longer-term work programme to respond to ko tō tātou kāinga tēnei: the report of the Royal Commission of Inquiry into the terrorist attack on Christchurch masjidain (SWC-21-SUB-0188 refers)*

Title of minute: *Establishing a longer-term work programme to respond to ko tō tātou kāinga tēnei: the report of the Royal Commission of Inquiry into the terrorist attack on Christchurch masjidain (SWC-21-MIN-0188 refers)*

Title of minute: *Report of the Cabinet Social Wellbeing Committee: Period Ended 26 November 2021 (CAB-21-MIN-0503 refers)*

Some parts of this information release would not be appropriate to release and, if requested, would be withheld under the Official Information Act 1982 (the Act). Where this is the case, the relevant section of the Act that would apply has been identified. Where information has been withheld, no public interest has been identified that would outweigh the reasons for withholding it.

Key to redaction codes:

- 9(2)(f)(iv): to protect the confidentiality of advice tendered by Ministers of the Crown and officials; and
- 9(2)(g)(i) protect the free and frank expression of opinions by or between or to Ministers.

Further information on the progress of work on each of the Royal Commission of Inquiry's recommendations is in the Public Progress Tracker available on the DPMC website: <https://dpmc.govt.nz/our-programmes/national-security/royal-commission-inquiry-terrorist-attack-christchurch-masjidain-4>

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Office of the Lead Coordination Minister for the Government's Response to the Royal Commission's Report into the Terrorist Attack on the Christchurch Mosques

Cabinet Social Wellbeing Committee

Establishing a longer-term work programme to respond to *ko tō tātou kāinga tēnei: the report of the Royal Commission of Inquiry into the terrorist attack on Christchurch masjidain*

Proposal

- 1 This paper provides an update on the Government's response to *ko tō tātou kāinga tēnei: the report of Royal Commission of Inquiry into the terrorist attack on Christchurch masjidain* (the **RCOI report**) and seeks Cabinet agreement to a longer-term work programme for the response.

Relation to government priorities

- 2 In the Speech from the Throne, the Government committed to responding to the RCOI report to eradicate violent extremism and foster a truly inclusive society for people from every culture, faith and background. The Government's response to the RCOI report will also support our wider goals to lay the foundations for the future and create a fairer, more equitable Aotearoa New Zealand.

Executive Summary

- 3 In March 2021 Cabinet agreed to short-term priorities for the Government's response to the RCOI report [CAB-21-MIN-0049]. Those initial priorities were informed by what we heard from communities during nationwide hui in early 2021. They focussed on the ongoing provision of wrap-around support to survivors, whānau and affected communities and establishing the foundations for communities' ongoing participation in the response work programme.
- 4 In line with our short term priorities, key achievements since March 2021 include the establishment of Kāpuia (the Ministerial Advisory Group on the Government's Response to the Royal Commission of Inquiry into the terrorist attack on Christchurch mosques) and the Collective Impact Board, the establishment of the Ministry for Ethnic Communities, and the inaugural He Whenua Taurikura hui on countering terrorism and violent extremism. There have also been achievements made outside the direct scope of the recommendations of the RCOI report, including the first intake of graduates on the Ethnic Communities Graduate Programme.
- 5 With these foundations in place, we are now embarking on the longer-term programme of work to respond to the recommendations and intent of the RCOI report.
- 6 I am seeking Cabinet's agreement to a cross-government work programme that would see substantive work to address all 44 recommendations in the RCOI report

commence or become part of agencies' ongoing activities by 2023. The work spans five proposed work themes:

- 6.1 Enhancing social cohesion, education and inclusion;
 - 6.2 Reducing hate-motivated crime and racism;
 - 6.3 Firearms and safety;
 - 6.4 Countering terrorism and violent extremism; and
 - 6.5 Changes to the national security system.
- 7 Kāpuia has supported Cabinet's consideration of the work programme, with some caveats – including that the programme is supported with a robust monitoring and evaluation framework, and that it may provide further advice on the sequencing and prioritisation of the work programme as it progresses, which I support. I am proposing to report to Responsible Ministers with a draft impact framework for the response in the first half of 2022.
- 8 To support ongoing effective engagement with communities on the response I am also proposing that the Associate Minister of Social Development and Employment be delegated authority to approve materials for further consultation on social cohesion, and that funding for the Ethnic and Faith Community Engagement Response fund is brought forward to provide more up-front and direct support for communities engaging in the response.
- 9 Subject to Cabinet agreement, Ministers and agencies will continue to progress the initiatives within the work programme that they are responsible for, including bringing further proposals to Cabinet for consideration. Ministers with responsibility for the response will continue to meet regularly and track progress across the work programme. I will update Cabinet on progress before the end of 2022.

Background

- 10 Following the devastating and unprecedented attack on 15 March 2019, the Royal Commission of Inquiry into the Terrorist Attack on Christchurch Mosques was established, and its report was publicly released on 8 December 2020. The Commission made 44 recommendations, all of which were accepted in principle by the Government in December 2020 [CAB-20-MIN-0365].
- 11 Following the delivery of the RCOI report, Minister Radhakrishnan and I led 33 public hui with Muslim communities and wider faith and ethnic communities over January and February 2021. The hui took place around the country and, along with the engagement held with the Christchurch Muslim community in late 2020, marked the beginning of the Government's partnership with communities in responding to the RCOI report.
- 12 Key community priorities that were expressed consistently at the hui and in feedback forms collected afterwards included:
- 12.1 Educational reform to provide culture change and address existing structural racism through curriculum change and improving the cultural competency of principals and schoolteachers;

- 12.2 Addressing the role of media in perpetuating discrimination and racism;
 - 12.3 Addressing employment discrimination and providing more employment pathways for ethnic communities;
 - 12.4 Increasing the diversity and cultural competency of the public sector workforce, particularly at senior levels;
 - 12.5 Increasing resources to communities to enable their full participation in civil society and to allow for community-led solutions;
 - 12.6 Provision of ongoing long-term support to the affected whānau and survivors of the 15 March attack;
 - 12.7 Government accountability to communities and a desire for transparency and community involvement in policy development, to include seeing outcomes from their feedback;
 - 12.8 Improving the safety of New Zealanders, including through firearms control as well as hate speech/crime legislation;
 - 12.9 An appropriately tasked Ministry for Ethnic Communities that has meaningful status for communities and within the public service; and
 - 12.10 The need for a long-term work programme on social cohesion that brings together all communities to bring about societal change.
- 13 In March 2021, in response to the feedback that we heard in the nationwide hui, Cabinet agreed to a phased approach to the Government's response to the RCOI report that prioritised those activities directly related to support affected communities and implementation mechanisms for the response [CAB-21-MIN-0049], including:
- 13.1 Establishment of the Implementation Oversight Group (which Cabinet also agreed would function as a Ministerial Advisory Group);
 - 13.2 Provision of culturally and religiously appropriate funding to support communities' engagement in the response to the RCOI report;
 - 13.3 Employment discrimination in government and in the private sector;
 - 13.4 Cultural competency of teachers, principals and school leadership teams; and
 - 13.5 Media portrayal of Muslim communities.
- We have implemented immediate priorities and are now moving into the substantive programmes of policy and legislative reform recommended by the RCOI report**
- 14 Significant progress has been made both in the priority areas of the response that were agreed by Cabinet in March 2021 and the recommendations that were identified as being suitable for implementation in the short-term by the RCOI report. With these foundations in place, work is now beginning on the substantive policy and legislative reviews that the RCOI report has recommended.

- 15 Of the Royal Commission's 44 recommendations:
- 15.1 Six have either been implemented or are now part of agencies' normal activities. This includes four recommendations that have been implemented since my last update to Cabinet: the establishment of Kāpuia – the Ministerial Advisory Group on the Government's Response to the Royal Commission of Inquiry into the terrorist attack on Christchurch mosques (recommendation 44); the Establishment of the Collective Impact Board (recommendation 26); the formal establishment of the Ministry for Ethnic Communities (recommendation 30); and the inaugural He Whenua Taurikura hui on countering terrorism and violent extremism (recommendation 16);
 - 15.2 36 are underway, including policy and legislative reviews within the national security system, development of a social cohesion framework and the implementation of the firearms transformation programme; and
 - 15.3 Two that relate to the establishment of an advisory group on counter-terrorism are yet to commence, as the advisory group will be established by the National Centre of Excellence for Preventing and Countering Violent Extremism when it has been formally stood up in the first half of 2022.
- 16 A detailed list of the 44 recommendations is provided in Annex One.
- 17 Several initiatives are also underway that support the broader intent of the RCOI report. The following sections of this paper highlight key areas of progress against our short-term priorities since March 2021.

We have prioritised ongoing wrap-around services for survivors, witnesses and whānau...

- 18 The RCOI report recommended that the Ministry of Social Development (**MSD**) work with relevant public sector agencies including the Accident Compensation Corporation (**ACC**), Immigration New Zealand (**INZ**), the Ministry of Justice, New Zealand Police and non-government organisations to facilitate ongoing coordinated access to recovery support for affected whānau, survivors and witnesses (recommendation 25). MSD has enhanced the Kaiwhakaoranga Specialist Case Management service, which now includes ACC and INZ staff and is engaging with over 40 government- and non-government agencies to provide a single point of contact for affected people. This has enabled the service to provide tailored support in these areas of key importance to the affected community. A dedicated Work Broker joined the team in March 2021 to work closely with job seekers and businesses in the community, providing active support to over 30 people at any one time and having had 21 successful outcomes since March 2021.
- 19 Informal feedback from communities and initial outcomes of the enhanced Kaiwhakaoranga service have been positive. The number of whānau being supported by the enhanced service has increased (from around 190 to over 270), with feedback from individuals highlighting the benefits of a single interface with MSD, ACC and INZ. MSD is now considering the ways in which it can receive regular structured feedback on the Kaiwhakaoranga service. As it establishes its role, the recently appointed-Collective Impact Board (which is discussed further in paragraph 49) will also assess community feedback on the service and guide its ongoing development.

- 20 s9(2)(f)(iv)

s9(2)(f)(iv) The Department of the Prime Minister and Cabinet (DPMC) will advise Ministers once the proposal has been received.

- 21 Over \$3m of funding has been released to successful applicants through the Safer Communities Fund to provide initial implementation funding for security measures for communities at risk from hate incidents and terror attacks.

...and supported diverse communities to engage on the RCOI response

- 22 The Ethnic and Faith Community Engagement Response Fund has been established in order to provide culturally and religiously appropriate funding to support community engagement with the RCOI response. The fund is intended to alleviate some of the resourcing pressures identified by communities in the nationwide hui, which have been reiterated by Kāpuia.

- 23 The fund provides \$1 million to be awarded to community organisations over three years. Around \$320,000 in total has been allocated since July 2021. Grant agreements and payments have been made to the successful organisations.

We have introduced initial changes to enhance diversity and inclusion and reduce discrimination in the public and private sectors...

- 24 The need to address employment discrimination and provide more employment opportunity pathways for ethnic communities in both the public and private sector was a key theme of the nationwide hui.
- 25 The establishment of the Ministry for Ethnic Communities represents a key milestone towards addressing some of these issues, and fulfils recommendation 30 of the RCOI report¹. The first intake of the Ethnic Communities Graduate Programme was delivered by the Department of Internal Affairs and graduates began their placements across the public sector in July 2021. Recruitment is underway for the second intake of graduates in January 2022, which will be delivered by the Ministry for Ethnic Communities.
- 26 The Public Service Leadership Team – 39 Public Service Chief Executives (CEs) - have committed, through the Public Service diversity and inclusion programme, to increasing diversity in all Public Service agencies and in their senior ranks, including publicly reporting on progress within their agencies. CEs of agencies involved in Counter Terrorism efforts have discussed their progress with increasing diversity at senior leadership levels with Te Kawa Mataaho. Te Kawa Mataaho continues to work with these CEs to identify additional measures that can strengthen this work and ways to make these expectations more visible as recommended by the RCOI report (recommendation 33). Work is also underway to support agencies to meet and report on the Papa Pounamu commitments (which was established in 2017 to support public sector agencies to meet their diversity and inclusion goals and obligations). This work contributes to the fulfilment of recommendation 34 of the RCOI report: for the Public Service Commissioner to publish system-level reporting against the Papa Pounamu commitments.
- 27 The Former Refugees, Recent Migrants and Ethnic Communities Employment Action is also being developed as part of the Employment Strategy to support a more

¹ Recommendation 30 of the RCOI report: that the government investigate the machinery of government options for an agency focused on ethnic communities and multiculturalism and establish a fit for purpose organisational design.

productive, sustainable, and inclusive economy. The Action Plan brings together current and planned programmes of work to support these groups to develop their skills, get into work, and to have fulfilling careers. Public consultation is underway ahead of Cabinet consideration.

...and to support inclusive whole-school communities in the Education sector

- 28 The RCOI report has recommended that the government invest in opportunities for young New Zealanders to learn about their role, rights and responsibilities in a diverse and inclusive society, and on the value of ethnic and religious diversity, inclusivity, conflict resolution, civic literacy and self-regulation (recommendation 36).
- 29 Feedback during the nationwide hui made clear a need to improve cultural competency of teachers, principals and school leadership teams.
- 30 As a result, Cabinet agreed that the Minister and Associate Minister of Education would report back before the end of 2021, on:
- 30.1 ...proposals on how to support whole school communities as they work together to build caring and inclusive cultures, including work to promote wellbeing and prevent and respond to racism, discrimination and bullying, including how government might respond to the specific request heard in hui for religious and cultural diversity (but not proselytisation) to be taught in schools [CAB-21-MIN-0049];
- 31 I have agreed to provide an interim update on this work on behalf of the Minister and Associate Minister of Education, who will provide a more comprehensive report back in early 2022.
- 32 Social cohesion, inclusion and safety are woven throughout the education system and are a key element of the government's response to the RCOI report. They are now enshrined in the Education and Training Act 2020 and feature prominently as Priorities 1 and 2 of the National Education and Learning Priorities. The Teaching Council of Aotearoa New Zealand has partnered with the Human Rights Commission to develop an education response within the Give Nothing to Racism campaign.
- 33 'Belonging' and 'productive partnerships' are guiding principles of Ka Hikitia, our cross-agency strategy for the education sector. The Ministry of Education is progressing towards working more closely with diverse communities and supporting whole school communities to develop caring and inclusive cultures. There is a deliberate focus amplifying diverse perspectives across the work programme, including Māori, Pacific, ethnic, disability and rainbow communities.
- 34 The Ministry of Education is leading a programme of work across these issues. Early progress includes:
- 34.1 The implementation of a three-month Pilot of the Racism and Bias toolkit for year 9 and 10 students, which began in June 2021;
- 34.2 The trialling of three social and emotional learning programmes (including support for self-regulation) for young children in early learning settings, expected to reach up to 350 Early Learning Services by June 2022;
- 34.3 The rollout of Community Learning Hubs – set up to support ethnic communities' engagement with the education system in Christchurch – to Auckland and Wellington; and

- 34.4 The inclusion of “cultural capability” as a new priority for regionally-allocated Professional Learning and Development in 2021 for teachers and kaiako to support the provision of more responsive and rich learning experiences for all ākonga.
- 35 Another significant part of this work is the refresh of the national curriculum for schooling which is, amongst other things, considering how social cohesion can be strengthened through teaching and learning. The refresh of *The New Zealand Curriculum* (NZC) is predicated on the principles of biculturalism and inclusivity and informed by diverse collaborative groups from a wide range of backgrounds. The redesign of *Te Marautanga o Aotearoa* includes shifting the framing toward Te Tamaiti Hei Raukura conceptual framework that is holistic, future-focussed and ākonga-centred.
- 36 The refresh is a multi-year work programme. Early progress includes Aotearoa New Zealand’s Histories and Te Takanga o Te Wā, which will be finalised in early 2022, and taught in all schools and kura by 2023. It will embrace the histories of all of the people who live in Aotearoa and encourages schools and kura to develop inclusive local curricula and marau ā-kura that reflect the histories of their communities. The Ministry is collaborating with diverse communities – including Māori, Pacific, migrant, disability and rainbow communities – on resources to support its implementation. In addition, the refresh of the NZC Social Sciences learning area is considering how to clarify expectations in relation to the teaching and learning of diverse religious beliefs and practices. The refresh work programme includes the development of teaching and learning resources and professional learning supports for teachers to build their confidence and capability to use the refreshed curriculum.

The establishment of an annual hui and the National Centre of Excellence lay the foundations for further work and engagement on countering violent extremism and terrorism

- 37 The RCOI made several recommendations to increase opportunities for the public to engage on preventing and countering terrorism and violent extremism.
- 38 The inaugural He Whenua Taurikura hui was held earlier this year in fulfilment of recommendation 16 of the RCOI report. The annual hui brings together relevant central and local government agencies, communities, civil society, the private sector and researchers to build relationships and share understanding of countering violent extremism and terrorism. Annual He Whenua Taurikura hui will also support work on other counter-terrorism recommendations.
- 39 The hui aimed to promote public conversation, understanding and research on radicalisation; look at how to challenge hate-motivated extremist ideologies; and cover priorities to address Aotearoa New Zealand’s terrorism and violent extremism issues. Topics discussed included:
- 39.1 the nature of terrorism and violent extremism risk;
 - 39.2 building foundational Te Tiriti o Waitangi and Te Ao Māori approaches into prevention of and countering terrorism and violent extremism in Aotearoa New Zealand;
 - 39.3 embracing community and diversity-focussed approaches to prevent and counter violent extremism;
 - 39.4 New Zealand’s online extremism environment;

- 39.5 the role of the media in building cultural understanding and countering violent extremism, and;
 - 39.6 how Aotearoa New Zealand can build a society resilient to violent extremism and support at risk individuals.
- 40 Work is also progressing on the establishment of a National Centre of Excellence for preventing and countering terrorism and violent extremism, which will fund independent, New Zealand specific research on counter-terrorism and countering violent extremism in line with recommendations 14 of the RCOI report.² Recruitment is underway for the appointment of the inaugural Director and the establishment of a Governance Board of Trustees. Initial scholarship applications for relevant masters research have opened. Once established, the centre will be responsible for holding the annual He Whenua Taurikura hui, and the establishment of the Counter Terrorism Advisory Group.

Changes to firearms regulations have taken effect, with further changes underway

- 41 Work is continuing to strengthen firearms regulations through the Arms Transformation Programme.³ Changes are being made to require new processes for firearms licence applicants who have lived outside of New Zealand for substantial periods of time prior to application (as directed by recommendation 23). Changes were agreed by Cabinet following supportive feedback from public consultation [SWC-21-SUB-0116].
- 42 A discussion document to support consultation on options to introduce mandatory reporting of firearms injuries for health practitioners is underway. Police is leading this work, in close collaboration with the Ministry of Health.

Relevant legislative reviews are now underway, with amendments passed soon after the 3 September 2021 attack

- 43 The RCOI recommended the review of all legislation related to the counter-terrorism effort, to ensure it is current and enables public sector agencies to operate effectively (recommendation 18 of the RCOI report). Progress since March 2021 includes:
 - 43.1 The passing of the Counter-Terrorism Legislation Act 2021: The Act passed its third reading on 29 September, gaining Royal Assent on 4 October 2021. The Act amends the Terrorism Suppression Act 2002, the Search and Surveillance Act 2012, and the Terrorism Suppression (Control Orders) Act 2019 by implementing a single broad policy to better prevent and respond to terrorism and associated activities by ensuring designation, offence, and control order provisions apply effectively to conduct that is, or that creates, an unacceptable risk of terrorism and associated activities. The importance of this legislation was tragically highlighted on 3 September 2021 when 8 people were injured in a terror attack in Auckland;
 - 43.2 Legislation to bring forward the review of the Intelligence and Security Act (ISA) received Royal Assent on 28 June. The review will consider the Royal Commission's recommendations for the ISA, and will incorporate recommendations to the ISA provisions relating to the Intelligence and

² Recommendation 14 of the RCOI report: Establish a programme to fund independent New Zealand-specific research on the causes of, and measures to prevent, violent extremism and terrorism.

³ The Arms Transformation Programme incorporates recommendations 19-22 of the RCOI report and includes changes to the firearms licensing system, guidance and performance for staff and regulations for applicants who have lived overseas and for reporting of firearms injuries by health professionals.

Security Committee (recommendation 6), requiring regular reporting on direct access agreements (recommendation 10) and publishing of the National Security and Intelligence Priorities and annual threatscape report (recommendation 17) and target discovery (recommendation 18);

43.3 The Budapest Convention on Cyber Crime has been presented to the House, to commence the Parliamentary Treaty examination process. Cabinet confirmed its intention to accede the Treaty in December 2020 [CAB-20-MIN-0536], and took policy decisions on necessary changes to legislation; and

43.4 The Ministry of Justice has begun a statutory review of the Anti-Money Laundering and Countering Financing of Terrorism Act 2009 s9(2)(f)(iv)

44 Parliament also passed the Films, Videos and Classification (Urgent Interim Classification of Publications and Prevention of Online Harm) Amendment Bill which criminalised the livestreaming of objectionable material.

45 The Ministry of Justice is planning a second stage review of all counter-terrorism legislation as part of an ongoing regulatory stewardship programme.

The social cohesion work programme is gaining momentum

46 MSD is progressing the social cohesion work programme as agreed by Cabinet in May (SWC-21-MIN-0074), which includes:

46.1 Engaging with communities to create a strategic framework based on a shared understanding of social cohesion that is focused on what unites us as people in New Zealand, while valuing diversity and taking tangible steps to become an inclusive society;

46.2 Building on the Government's existing work programmes through tangible government actions in the short, medium and long-term to improve social cohesion; and

46.3 Identifying how to support and enable communities, the business sector, the cultural sector, and central and local government to undertake actions to improve social cohesion in their communities, including specific ways different stakeholders can contribute.

47 MSD has been engaging with communities through both face to face hui and an online survey (Phase 1 and 2 engagement). In October, MSD ran the first of a series of Phase 3 wānanga with a focused set of stakeholders, building on previous engagement to ensure that proposals to Cabinet (scheduled for mid-2022) are informed by genuine involvement from communities.

Kāpuia and the Collective Impact Board have been formally established and are developing their own work programmes in support of the response

48 The RCOI report recommended the establishment of two groups to both support the effective delivery of the Government's response and ensure that the needs of affected communities were met:

48.1 A Collective Impact Network and Board that enables public sector agencies, non-government organisations and affected whānau, survivors and witnesses to agree a specific work programme to provide ongoing wrap-around services to affected whānau, survivors and witnesses (recommendation 26); and

- 48.2 An Implementation Oversight Advisory Group that provides advice to the Responsible Ministers on the design of the Government's implementation plan and its roll out (recommendation 44).
- 49 Establishment of both groups has been a key focus since March 2021.
- 50 The Collective Impact Board was established on 25 May 2021, with seven members of the Christchurch Muslim Community appointed as community representative members. A secret ballot was held on 25 May 2021 to vote in the Board Chair. The Board's first hui was held on 9 June 2021. An independent co-chair was appointed on 8 July 2021, and a youth representative was also appointed to the Board on 7 October 2021. The board brings community and government agencies together, to support the ongoing recovery needs of affected whānau, survivors and witnesses, and to further guide and develop the Kaiwhakaoranga Specialist Case Management Service. The Board has agreed to a vision statement for a "strong, cohesive, informed community" to guide its activities.
- 51 Kāpuia – the Ministerial Advisory Group on the Government's Response to the Royal Commission of Inquiry into the terrorist attack on Christchurch mosques – was established in June 2021 and is chaired by Arihia Bennett MNZM. Cabinet has appointed 32 members that reflect a variety of communities and lived experience, including affected whānau, survivors and witnesses, representative communities, civil society, local government and the private sector [APH-21-MIN-0179].
- 52 Kāpuia provides independent advice to Ministers on the Government's response to the RCOI report. It does this by providing advice directly to me, in my capacity as Lead Coordination Minister, independently of government agencies. It can also engage with agencies directly on draft proposals where agencies seek its feedback. I have been encouraging Ministers and agencies to engage with Kāpuia early and as much as possible (and several agencies have already done so).

Kāpuia has already provided valuable input on community engagement practice and the response work programme

- 53 Kāpuia has held five hui since its establishment and has written four letters of advice to me in my capacity as Lead Coordination Minister. It has had an initial focus on establishing its own work programme and considering the draft work programme for the government response to the RCOI report, and has also been able to engage directly with agencies on some specific elements of the work programme.⁴
- 54 Key themes that have come through in Kāpuia's advice include:
- 54.1 The need to consider accessibility of engagements to diverse communities;
- 54.2 A generalised need to improve agencies' capability to conduct effective and responsive engagement that provides genuine opportunities for communities to be involved and collaborate with government, and utilisation of the International Association for Public Participation (IAP2) spectrum;

⁴ This has included, for example, engagement with MSD officials on social cohesion and public engagement; an update from DPMC on preventing and countering violent extremism and national security policy work; a discussion with New Zealand Police and DPMC officials on firearms regulation and the development of a single reporting tool for concerning behaviours; and a discussion with the Ministry of Justice on control order.

- 54.3 The need for foundational work and relationship-building in communities pre-consultation, and the creation of feedback loops to build trust and confidence in the community; and
 - 54.4 The need for consultation to be conducted by people who reflect the diversity of those they are consulting with.
- 55 This feedback has been passed on to agencies and responsible Ministers. I continue to encourage Responsible Ministers and agencies to engage with Kāpuia early, and throughout the different stages of the policy or operational development process.

Ongoing commitment and capability will be required to support effective public engagement the RCOI response

- 56 Proactive engagement with communities on the RCOI response, and particularly survivors and affected whānau, is a top priority. Since my last report to Cabinet, agencies have undertaken public engagement on some significant areas of the report.
- 57 Recommendation 38 of the RCOI directs government agencies to engage in a way that reflects the “involve” and “collaborate” levels of the IAP2 spectrum.⁵ This represents a shift in the way that some agencies engage with communities, and fulfilling this recommendation will be an ongoing process.
- 58 From June to August 2021 the Ministries of Justice and Social Development and the Department of Internal Affairs (DIA) engaged jointly on proposals arising from the RCOI report, including:
- 58.1 Strengthening incitement provisions in the Human Rights Act, which responds to recommendation 40 and will consider sections 61 and 131 of the Human Rights Act;⁶
 - 58.2 The definition of “objectionable” in the Films, Videos and Publications Classifications Act (in response to recommendation 41 to amend this definition to include racial superiority, racial hatred and racial discrimination); and
 - 58.3 Social cohesion (in line with recommendations 29 and 37 to develop a strategic and measurement framework for social cohesion).
- 59 Coordinated engagements were held with Muslim and faith communities; Māori, Pacific, rainbow, ethnic, disability and former refugee and migrant communities. These engagements were held alongside a public submission process.

⁵ Recommendation 38 of the RCOI report: Require all Public sector community engagement to be in accordance with New Zealand’s Open Government Partnership commitments and in particular, require all agencies to be clear about the degree of influence that community engagement has on associated decision making by indicating to communities where the engagements sit on the IAP2 *Public Participation Spectrum*; and encourage agencies to undertake more involve and collaborate levels of engagement in accordance with the IAP2 *Public Participation Spectrum*.

⁶ Section 61 of the Human Rights Act is the civil provision that prohibits threatening, abusive or insulting words or material that are likely to incite hostility or bring into contempt any group on the basis of their colour, race, or ethnic or national origins. The prohibition covers words or matter published in a newspaper, or broadcast by radio, television, or other electronic communication. Section 131 is a criminal provision that requires that there be an intention to incite hostility or ill will.

60 This experience, and Kāpuia’s feedback, has informed the way agencies operate.

s9(2)(f)(iv)
[Redacted text]

61 Aligned to this and Kāpuia’s feedback, DIA will progress recommendation 41 within the wider Content Regulatory System review. The review seeks to design a modern and flexible regulatory framework to minimise harm from content while ensuring consistency with fundamental rights such as the freedom of expression.

62 The social cohesion work programme has also been re-phased to allow for more in-depth and effective community involvement processes.

Enabling the Associate Minister of Social Development and Employment to approve further material for engagement on social cohesion will support genuine engagement

63 MSD’s mandate from Cabinet is to engage with communities in the development of a social cohesion framework, and to report back to Cabinet by July 2022 [SWC-21-MIN-0074]. To give effect to this, MSD is intending to develop a ‘prototype’ of the framework with a focused set of key stakeholders (Phase 3 consultation), and then test it more widely with a broader set of stakeholders (Phase 4 consultation) before the final report back to Cabinet on a proposed framework.

64 The Phase 1 and 2 consultation materials were approved by Cabinet, and the Associate Minister of Social Development and Employment was given the ability to make minor changes before public engagement. However, timeframes would not allow for further Cabinet consideration of consultation material for Phase 4 targeted consultation before the required report back in July 2022.

65 Accordingly, I am seeking agreement that the Associate Minister of Social Development and Employment be able to approve the materials that will be circulated for Phase 4 targeted stakeholder consultation. This will enable MSD to report back to Cabinet by mid-2022 with advice that has been developed with genuine community involvement. It would be made clear in consultation that this is draft advice that has been developed alongside communities and that it does not reflect Government policy.

The Community Engagement Checklist is being finalised and will support further engagement on the RCOI response

66 In response to recommendation 38 the DPMC has developed a Community Engagement Checklist to assist agencies to follow an intentional process when designing, planning and managing community engagement on the RCOI response. It provides a series of critical questions for agencies to consider when designing, planning and managing community engagement. These questions prompt agencies to make deliberate decisions about the level of influence that engagement has on decision-making, and therefore the format and accessibility of engagement activities.

67 Kāpuia has had an opportunity to review the checklist before it is rolled out for agencies’ use, with changes made based on its feedback to ensure that the checklist reflects the diversity of perspectives and communities that need to be included in the RCOI response.

I am also considering the ways in which we can keep communities updated on our overall progress on the response

- 68 I expect Ministers and agencies involved in delivering the RCOI response to incorporate the lessons we have learnt for future targeted and public engagement on specific parts of the work programme. The cross-agency processes that support the response will also enable agencies to be coordinated in their engagements, where appropriate.
- 69 In addition to this, I am working with DPMC to develop a plan for engaging and updating communities on progress on the response overall as we reach a year since the delivery of the RCOI report. Options being considered include regular written communication to interested groups and individuals and further in-person engagements with Ministers or officials. I will work with Responsible Ministers and officials to refine these options and ensure that we meet communities' needs and proactively seek feedback on the impacts of the changes we are making in response to the RCOI report.

I am also seeking a re-phrasing of funding for the Ethnic and Faith Community Engagement Response Fund to support communities to engage in the response

- 70 Further to the feedback that we heard in the nationwide hui earlier this year, Kāpuia has continued to reinforce the challenges that communities are facing in meeting requests for engagement on the Government's response to the RCOI report.
- 71 As referred to in paragraphs 22 and 23, \$1 million has been allocated to the Ethnic and Faith Community Engagement Response Fund (the Fund) to be spent over three years, starting in the 2021/22 financial year. It is evident the fund will soon be oversubscribed for the 2021/22 financial year. Since July 2021 around \$320,000 has been allocated from the \$333,000 available for this year.
- 72 In recognition of these pressures, I am seeking Cabinet agreement to bring forward the \$334,000 in funding (and \$80,000 in administration funding) that is allocated for 2023/24 to the 2021/22 and 2022/23 years to allow for more up-front investment in communities' engagement capability.
- 73 This is consistent with the goals of the Fund in that it will support communities that are being heavily called upon to respond to the recommendations of the Royal Commission in the earlier phases of the Government's response. s9(2)
_____) (f)
_____) (iv)
- 74 Should Cabinet agree to this proposal, officials will proactively communicate with communities to ensure that expectations are clear around the timing and availability of funding to support their planning and applications. I am also proposing that Cabinet agree in principle to transfer any underspend from the fund in 2021/22 if the 2021/22 funding is not fully subscribed.

Work to integrate te Tiriti and its principles in the response is ongoing

- 75 Te Tiriti o Waitangi and its principles will guide the response to the RCOI, reflecting the centrality of te Tiriti and the partnership between the Crown and Māori in delivering a broad and nationally significant programme of work. I also acknowledge the significance of the RCOI to Ōtautahi Christchurch and the role of Ngāi Tahu in the response to date.

- 76 As we move from immediate actions to a medium- to long-term work programme, te Tiriti will be integrated into the Government's response to the RCOI report. Agencies are continuing to build and maintain avenues of inquiry with iwi, hapū, whānau and Māori organisations and increase preparedness to work with Māori as te Tiriti partners in order to develop a shared understanding of the relationship between the RCOI response and te Tiriti.
- 77 Since my last report to Cabinet initial steps have been taken both in relation to the response as a whole and specific policy and operational changes that are underway. This has included seeking and making Māori appointments to Kāpuia, which is one way to ensure Māori voices are present at the centre of the response. s9(2)
(f)(iv)
- 78 DPMC and Te Arawhiti are planning to undertake foundational work to support engagement with the Iwi Chairs Forum on the RCOI response in due course.

I am now seeking Cabinet's agreement to a longer-term work programme that will respond to the Royal Commission and deliver on the government's vision of a diverse, inclusive and safe New Zealand

- 79 I am seeking Cabinet agreement to a cross-Government work programme that will set out key activities and deliverables until 2023. The work programme will ensure that we have a coherent view of RCOI-related projects in the medium- to long-term. Kāpuia supports this work programme being considered by Cabinet with some caveats: that the programme is supported by a robust monitoring and evaluation framework and that it may provide further advice on the work programme as the response progresses.
- 80 The work programme includes the implementation of all RCOI recommendations and work that responds to the broader intent of the report. It also includes programmes of work that are independent of the RCOI report, but which have strong links to its recommendations and content. This reflects our intention to implement a fulsome and enduring response to the RCOI report and make sensible and appropriate links to other work that is underway across Government.
- 81 The work programme is set out on page 16 and is organised across five themes that reflect the breadth of the response to the RCOI report:
- 81.1 Social cohesion, education and inclusion;
 - 81.2 Reducing hate-motivated crime and racism;
 - 81.3 Firearms and safety;
 - 81.4 Countering terrorism and violent extremism; and
 - 81.5 Changes to the national security system.
- 82 These themes have been revised from the work programme considered by Responsible Ministers in August to respond to feedback from Kāpuia that there should be fewer and more integrated themes. Within each theme, Ministers and

agencies are responsible for implementing specific recommendations and initiatives. There is a high degree of overlap between the work that is underway in each of the five themes (which do not denote any formal governance or work stream processes), and delivery of the work programme will require a cohesive interagency approach that both myself and Kāpuia will continue to have oversight of.⁷

83 Collectively, these activities will contribute to the Government's overarching vision for a diverse, inclusive and safe New Zealand and would see substantive work to address all of the RCOI recommendations commenced by the end of 2023, whilst acknowledging that truly meeting the intent of the RCOI and many of its recommendations will require ongoing actions and commitment.

84 I am seeking Cabinet's agreement to proceed with the proposed sequencing and timeframes for each recommendation or initiative s9(2)(f)(iv)

Subject to Cabinet agreement, Responsible Ministers and agencies will continue to progress the initiatives that they are responsible for, including bringing further proposals to Cabinet for consideration.

Work is underway on the development of an impact framework for the RCOI response

85 Kāpuia has emphasised the need to support the RCOI response with a robust evaluation framework. Work is now underway on the development of an RCOI impact framework, which I intend to propose to Responsible Ministers in the first half of 2022.

86 The framework will monitor progress towards the government's vision for a safer and more inclusive Aotearoa New Zealand. I am intending to engage with Kāpuia on the development of the framework and suitable indicators before it is finalised.

87 Responsible Ministers will continue to track progress across the work programme, and I expect this group to meet at least twice in 2022. I will report back to Cabinet with an update on progress before the end of 2022. Kāpuia has also emphasised the need to preserve the ability to adjust the work programme as work progresses, which I support. Kāpuia may provide further advice on sequencing and prioritisation as the response progresses.

⁷ Other governance and coordination processes that will ensure a coherent approach include the agency Response Steering Group, the Social Cohesion Oversight Group, the expanded Security and Intelligence Board and the Responsible Ministers Group.

Cross government work programme in response to ko tō tātou kāinga tēnei: the report of the Royal Commission of Inquiry into the terrorist attack on Christchurch masjidain

Vision: A diverse, inclusive and safe New Zealand

Everyone has a role in making New Zealand safe and inclusive

Fit for purpose laws and policies

Strong government leadership

Engaged and accountable government decision-making

How we will achieve this: Cross-government work streams and activities

	Social cohesion, education and inclusion	Reducing hate-motivated crime and racism	Firearms and safety	Countering terrorism and violent extremism	National security system	
	<p>Development of a social cohesion strategic framework that can adapt to and embrace New Zealand's changing demographics and diversity and work to ensure that diverse perspectives and experiences are represented and included in government and the education sector</p> <p>Recommendations 25, 27, 28, 29, 30, 31, 32, 33, 34, 35, 36, 37, 38</p>	<p>Strengthening laws on hate speech, hate-motivated offences and objectionable material, developing a national action plan against racism and implementing the Te Raranga programme to revise the way in which Police responds to and records hate-motivated offences</p> <p>Recommendations 39, 40, 41, 42</p>	<p>Changes to the firearms system to ensure that the risk of inappropriate people having firearms is limited (issues not addressed by recent legislative amendments), and ensuring that communities have resources to enhance their safety</p> <p>Recommendations 19, 20, 21, 22, 23, 24</p>	<p>Work to improve the counter-terrorism effort through legislative change, public engagement, strategy and research; initiatives (including He Aranga Ake) to support individuals who may be at risk of radicalisation and violent acts of hate; accession to the Budapest Convention on cybercrime</p> <p>Recommendations 4, 7, 8, 12, 13, 14, 15, 16, 18</p>	<p>Reform of the national security sector: the structure of national security agencies and monitoring/governance structures, information sharing practices, taking a more strategic approach to national security and engaging with the public on national security risks</p> <p>Recommendations 1, 2, 3, 5, 6, 9, 10, 11, 17</p>	
Before end 2021	<ul style="list-style-type: none"> Public engagement on making Aotearoa New Zealand more socially cohesive (29, 37) Transition to a fully-functioning Ministry for Ethnic Communities (30) Engagement on an Employment Action Plan for Former Refugees, Recent Migrants and Ethnic Communities Finalise tangible actions to increase diversity of agencies involved in counter-terrorism (33) Second tranche of Ethnic and Faith Community Engagement Response Funding Report back to Cabinet on inclusive whole school communities (36) Rollout of Social and Emotional Learning Initiatives to support self-regulation in early years, and expansion of community learning partnership to Auckland and Wellington (36) Community Engagement Checklist finalised (38) Completion of scoping/engagement phase for potential update to ethnicity standard and understanding of government agencies' views of what religious demographic data is needed to better inform evidence-based policy decision making (32) Publish system-level reporting against the Papa Pouanamu commitments (34) 	<ul style="list-style-type: none"> Public consultation on strengthening laws on speech that incites hatred and discrimination and report back to the Minister of Justice (40) Consultation on the definition of "objectionable" within the Films, Videos, Publications and Classification Act (41) Team established and work underway on the process for developing a national action plan against racism Four year Te Raranga programme fully operational (42) 	<ul style="list-style-type: none"> Advice on ongoing funding needs for the Safer Communities Fund provided to Cabinet New regulations for firearms applicants who have lived overseas take effect (23) Iterative implementation of systemic changes to firearms commences (20, 21, 22) s9(2)(f)(iv) 	<ul style="list-style-type: none"> Appointment of a Director and Governance Board for the National Centre of Excellence for Preventing and Countering Violent Extremism (14) Release of discussion document on Anti-Money Laundering and Countering Financing of Terrorism Act (AML/CFT) (18) Engagement between Masjid Al Noor and Christchurch Men's Prison to provide enhanced support for Muslim men in prison by the local Muslim community Scoping work on development of a single reporting tool for concerning behaviour (12) and development of indicators of engagement in violent extremism and terrorism (13) Introduction of the Security Information in Proceedings Bill (18) s9(2)(f)(iv) 	<ul style="list-style-type: none"> Work on the National Security Strategic Policy Review commences (in preparation for the development of a national security strategy and of machinery of government options addressing recommendations 1, 2 and 3) Policy work programme for machinery of government recommendations (1, 2, 3) begins Independent review of the Intelligence and Security Act (ISA) commences (6, 10, 17, 18) s9(2)(f)(iv) Security and Intelligence Board discuss strengthening its role (3) s9(2)(f)(iv) NZSIS Muslim Advisory Group established Topic consultation on the Long Term Insights Briefing Development and testing of guidelines for management of classified material (11) 	Response work programme agreed
First half 2022	<ul style="list-style-type: none"> Community involvement in the development of a social cohesion strategic and measurement framework with a focussed group of stakeholders, followed by public testing and Cabinet agreement by June 2022 (29, 37) Second intake of the Ethnic Communities Graduate Programme delivered by the Ministry for Ethnic Communities (35) Aotearoa New Zealand Histories compulsory in all schools and kura (36) Subject to need, a second round of nationwide – or more targeted – hui could take place with Ministers or officials s9(2)(f)(iv) 	<ul style="list-style-type: none"> Ongoing targeted engagement on objectionable material as part of the government's Content Regulatory Review, with proposals included in a consultation document for Cabinet approval ahead of release in mid-2022 (41) s9(2)(f)(iv) Cabinet approval sought on approach and process for developing a national action plan against racism. 	<ul style="list-style-type: none"> s9(2)(f)(iv) Public engagement on options for mandatory reporting of firearms injuries to Police by healthcare professionals (24) 	<ul style="list-style-type: none"> Formal establishment of the National Centre of Excellence on preventing and countering violent extremism (14) Establishment of an advisory group on counter-terrorism (7, 8) Officials begin second-wave consideration of counter-terrorism legislation, as part of ongoing regulatory stewardship (18) Development of a strategic approach to preventing and countering violent extremism (4) Cabinet decisions on options for a single reporting tool for concerning behaviour (12) Strategic approach to counter-terrorism public information and communications developed (15) Statutory review of AML/CFT Act completed (18) s9(2)(f)(iv) s9(2)(f)(iv) Security information in Proceedings Bill progresses through the House (18) 	<ul style="list-style-type: none"> Cabinet consideration of options for the National Security Strategic Policy Review; fuller strategy development commences Independent review of the ISA continues (6, 10, 17, 18) Consultation on and presentation to the House of the Long Term Insights Briefing Implementation of changes to improve information sharing practices (9) 	Monitoring and evaluation approach agreed
Second half 2022	<ul style="list-style-type: none"> Ongoing work to increase workforce diversity and include the Papa Pouanamu commitments in regular system level reporting and working with agencies to understand the impact of the Papa Pouanamu programme (34, 35) Ongoing expectations that all public sector chief executives and boards meet the requirements of the Public Service Act to pursue fairness and diversity in their agencies (33) 	<ul style="list-style-type: none"> Cabinet approval sought for policy changes to the Films, Videos, Publications and Classification Act (41) 	<ul style="list-style-type: none"> s9(2)(f)(iv) 	<ul style="list-style-type: none"> He Aranga Ake (multi-agency coordinated intervention programme to provide early intervention to support individuals at risk of radicalisation) is expected to be operating at full capacity s9(2)(f)(iv) Second He Whenua Iaurikura hui (15, 16) s9(2)(f)(iv) 	<ul style="list-style-type: none"> Independent review of the ISA delivers recommendations (6, 10, 17, 18) Advice on machinery of government recommendations (1, 2, 3) Implementation of recommendations in the 2018 review of the New Zealand Classification System (9) Government response to the review of the Intelligence and Security Act begins (6, 10, 17, 18) Cabinet consideration of a national security strategy 	Progress update to Cabinet
2023 and out	<ul style="list-style-type: none"> Last year of the Ethnic and Faith Community Engagement Response Funding 	<ul style="list-style-type: none"> National action plan against racism finalised 	<ul style="list-style-type: none"> All systemic changes to firearms operations fully operational (21, 22, 23, 24) 	<ul style="list-style-type: none"> Annual He Whenua Taurikura hui (15, 16) Review of New Zealand's Countering Terrorism and Violent Extremism Strategy (4) 	<ul style="list-style-type: none"> Implementation of machinery of government changes (1, 2, 3) Review of New Zealand's National Security and Intelligence Priorities, incorporating advice from the Advisory Group on Counter-Terrorism (8) 	Ongoing monitoring and evaluation

Government response principles: Te Tiriti o Waitangi and its principles will guide the response
Survivors of the attack and affected whānau will be at the centre of the response
We will strive for safer communities and a New Zealand that's more inclusive, with equal protections for all

We will be accountable and forward looking
We will be proactive in reaching out to communities
We will take practical actions that make a difference to people's lives

A strategic review of national security policy settings will inform broader reform of the national security sector and implementation of machinery of government recommendations...

- 88 The proposed work programme includes a strategic review of the overarching policy settings that underpin the national security system as a first step towards broader reform of the national security sector. This work is led by DPMC and aims to take a more strategic approach to national security through the development of a strategy that will inform the implementation of the “machinery of government” recommendations of the RCOI report (recommendations 1, 2 and 3). These recommendations include the establishment of a new national intelligence and security agency, establishment of a ministerial portfolio, and consideration of alternative mechanisms to the Security and Intelligence Board.
- 89 The National Security Strategic Policy Review is considering all national security challenges and risks, including the threat of terrorism and violent extremism. Cabinet will consider options under the review in the first half of 2022 and the strategy itself before the end of 2022.

...and the development of Long-Term Insights Briefing will complement the implementation of specific RCOI recommendations to increase transparency and engagement on national security

- 90 The work programme also includes the development of a Long-Term Insights Briefing (LTIB) on “engaging Aotearoa New Zealand’s increasingly diverse communities on national security risks, challenges and opportunities”.
- 91 The LTIB is an opportunity to build greater social license and awareness of current and future national security risks, challenges and opportunities. It will also help us to understand more about the concerns that diverse communities have about national security. The LTIB will bring a long-term approach to responding to RCOI recommendations relating to national security transparency and public engagement on national security issues, risks and priorities and will complement the implementation of specific recommendations in this area.
- 92 The LTIB will be delivered by Security and Intelligence Board agencies,⁸ co-led by DPMC and Ministry of Foreign Affairs and Trade. Public consultation on the LTIB topic will be completed in November 2021 with further targeted public engagement and consultation on the briefing itself due to occur in the first half of 2022 before presentation to the House by mid-2022.

Options for a single reporting tool for concerning behaviours are under development and proposals will be made to Cabinet in the first half of 2022

- 93 As part of changes to improve the counter-terrorism effort, the RCOI report recommended the development and promotion of an accessible reporting system to enable members of the public to easily and safely report concerning behaviours or incidents to a single contact point within government (recommendation 12). Responsible Ministers discussed recommendation 12 in August 2021 and noted that an update would be provided to Ministers before the end of 2021.

⁸ DPMC; the Ministry of Foreign Affairs and Trade; the Government Communications and Security Bureau; Ministry of Business, Innovation and Employment; Ministry of Defence; New Zealand Customs Service; New Zealand Defence Force; New Zealand Police; New Zealand Security Intelligence Service.

94 s9(2)(f)(iv) [Redacted]

95 This work on options is being led by the New Zealand Police, however the design and implementation of the reporting tool will be a cross-agency effort. Work is currently underway to determine the purpose of the system, the scope of behaviours and harms that would be covered by the reporting channel, and options for implementation. It includes consideration of:

95.1 The scope of “concerning behaviours and incidents” that would be included, s9(2)(f)(iv) [Redacted]

95.2 Mechanisms for reporting behaviours or incidents, s9(2)(f)(iv) [Redacted];

95.3 How potential threats would be triaged, assessed, referred and investigated to ensure that reports from the public result in appropriate investigation of potential national security threats, or other harms, by the relevant agencies and contribute to ongoing analysis; and

95.4 How the system would respond to individuals who report concerning behaviours, to ensure that their concerns are addressed and their needs are met, s9(2)(f)(iv) [Redacted]

96 s9(2)(f)(iv) [Redacted]

DPMC will continue to investigate opportunities to engage with the media on portrayals of Muslim communities

97 While there are no specific recommendations around the role of media in promoting social cohesion and addressing violent extremism, we are aware that this is an area of ongoing concern for communities. This was identified as a priority in my previous report to Cabinet following feedback from the nationwide hui [CAB-21-MIN-0049].

98 Following the panel discussion about the role of media at the He Whenua Taurikura hui in June 2021, DPMC will continue to explore opportunities to engage with media outlets to address the way in which Muslim communities are portrayed in the media.

The 3 September attack further reinforces the need to progress this work

99 The 3 September attack in Auckland tragically reinforces the need to progress work across the response. Recent amendments to the Terrorism Suppression Act 2002 addressed some of the priority gaps in legislative settings. However, the attack demonstrated the need for the ongoing work through the RCOI response to improve efforts to counter terrorism and violent extremism (including further legislative reviews and changes to the national security system and initiatives to support deradicalisation) and foster social cohesion.

Financial Implications

100 This paper recommends the re-phasing of the funding allocated to the Ethnic and Faith Community Engagement Response fund, with the following impacts on appropriations:

Vote Internal Affairs Minister for the Community and Voluntary Sector	\$million – increase/(decrease)				
	2021/22	2022/23	2023/24	2024/25	2025/26 & Outyears
Multi-Category Expenses and Capital Expenditure: Community Development and Funding Schemes MCA					
Departmental Output Expense: Administration of Grants (funded by revenue Crown)	0.040	0.040	(0.080)	-	-
Non-Departmental Other Expense: Building Community Capability	0.167	0.167	(0.334)	-	-
Total Multi-Category Expenses and Capital Expenditure: Community Development and Funding Schemes MCA	0.207	0.207	(0.414)	-	-
Total Operating	0.207	0.207	(0.414)	-	-

101 There is no impact on the operating balance or net core Crown debt as a result of this proposal which re-phases already allocated funding.

102 s9(2)(f)(iv), s9(2)(g)(i) [Redacted]

103 s9(2)(f)(iv)

Legislative Implications

104 There are no legislative implications of this paper. The proposed work programme includes the development of proposals for legislative change, particularly with regards to firearms, national security and counter-terrorism.

Impact Analysis

Regulatory Impact Statement

105 A Regulatory Impact Statement is not required.

Population Implications

106 The unprecedented events of 15 March 2019 resulting in the deaths of 51 New Zealanders who had gathered peacefully in prayer had a devastating impact on all New Zealanders, especially the Muslim community.

107 Supporting our Muslim community will continue to be a priority. The foundations and relationships that we have established to date, including the representation of affected communities on Kāpuia and the Collective Impact Board, mean that we are well-positioned to keep the survivors of the attack at the centre of the response as we move into a longer-term programme of work.

108 As we progress with the response there is also a need to understand the ways in which the changes response will impact Māori and reflect the partnership between the Crown and Māori in delivering a broad and nationally significant programme of work. Some agencies have already made progress in this area and I expect this to continue.

109 The response work programme that is proposed in this paper looks to contribute to the government's vision of a safer and more inclusive New Zealand for everyone. Progressing this goal will have positive impacts for Māori, Pacific peoples, women, ethnic communities, people with disabilities, rainbow communities and gender diverse people.

Human Rights

110 There are no human rights implications arising from the proposals in this paper. Many elements of the proposed work programme will support human rights protections, including in relation to rights of minority ethnic and religious communities, freedom from discrimination and the right to life.

Consultation

111 This paper was developed by DPMC (National Security Group). The following agencies were consulted during the development of the paper, with feedback incorporated accordingly: Te Kawa Mataaho Public Service Commission; New Zealand Security Intelligence Service; the Ministry of Social Development (Social Development, Child and Youth Policy and Canterbury Region); the Ministry of Justice (Policy); the Ministry for Ethnic Communities; the Department of Internal Affairs; the Ministry of Business, Innovation and Employment; the Treasury; New Zealand Police

(Policy and Partnerships); New Zealand Customs Service; Department of Corrections; the Ministry of Education (Policy); the Ministry of Defence and StatsNZ (System Policy).

- 112 Kāpuia – the Ministerial Advisory Group on the Government’s Response to the Royal Commission of Inquiry into the terrorist attack on Christchurch mosques – was consulted on the development of the proposed work programme, which it has endorsed. Kāpuia has emphasised the importance of the development of a monitoring and evaluation framework and has indicated that it may provide further advice on the sequencing and prioritisation of the work programme in the future.

Communications

- 113 I do not intend to make any proactive announcements in relation to the forward work programme. I have provided Kāpuia with a copy of the final work programme and a brief summary of this paper by way of response to their input. I am working with officials to develop a plan for continuing to engage and update communities on our overall response to the RCOI report.
- 114 Officials will communicate proactively with communities about the proposed change to the phasing of the Community Engagement Response Fund, should that be agreed, to ensure that they are aware of the timing and availability of funding.

Proactive Release

- 115 This paper will be proactively released. Redactions will be made in line with the provisions of the Official Information Act 1982.

Recommendations

The Lead Coordination Minister for the Government’s Response to the Royal Commission’s Report into the Terrorist Attack on the Christchurch Mosques recommends that the Committee:

- 1 note that immediate priorities to establish the foundations for the response to the report of the Royal Commission of Inquiry into the Terrorist Attack on the Christchurch Mosques that were agreed by Cabinet in March 2021 [CAB-21-MIN-0049] have been implemented, with work now progressing on substantive policy and legislative changes
- 2 note that public engagement has commenced on the implementation of some of the Royal Commission’s recommendations, and these experiences have informed agencies’ approach to future engagements
- 3 note that work to integrate te Tiriti o Waitangi and its principles into the response is ongoing and that officials from DPMC and Te Arawhiti will undertake foundational work to support engagement with the Iwi Chairs Forum on the response to the Royal Commission in due course
- 4 agree to the proposed programme of work that would see substantive work to address all 44 of the Royal Commission’s recommendations having commenced or become part of agencies’ ongoing activities by 2023 across the following areas:
 - 4.1 Social cohesion, education and inclusion;

- 4.2 Reducing hate-motivated crime and racism;
 - 4.3 Firearms and safety;
 - 4.4 Countering terrorism and violent extremism; and
 - 4.5 Changes to the national security system
- 5 note that Kāpuia – the Ministerial Advisory Group on the Government’s Response to the Royal Commission of Inquiry into the terrorist attack on Christchurch mosques – has supported Cabinet’s consideration of the work programme referred to in recommendation 4, with caveats that it is supported by a robust monitoring and evaluation framework and that it may provide further advice on the work programme as that framework is developed and the response progresses
- 6 ~~s9(2)(f)(iv)~~
- 7 note that Responsible Ministers for the Government’s response to the Royal Commission will continue to meet regularly to consider progress against the work programme and any necessary sequencing changes, including those that may be recommended by Kāpuia
- 8 note that the Lead Coordination Minister intends to report back to Responsible Ministers in the first half of 2022 with proposals for an impact framework to monitor the Government’s response to the Royal Commission
- 9 invite the Lead Coordination Minister to report to Cabinet by the end of 2022 with an update on progress across the response
- 10 agree to delegate authority to the Associate Minister of Social Development and Employment to approve further material on social cohesion for targeted consultation with communities before a final report back to Cabinet on a social cohesion framework in June 2022
- 11 agree to bring forward operating funding associated with supporting community groups and non-government organisations to build their capability and undertake engagement in response to the recommendations of the Royal Commission of Inquiry into the Terrorist Attack on Christchurch Mosques on 15 March 2019 to respond to strong demand for this funding and the pressure on communities to engage in the early stages of the response
- 12 approve the following changes to appropriations to provide for decision in recommendation 11, with no impact on the operating balance and/or net core Crown debt across the forecast period:

	\$million – increase/(decrease)				
	2021/22	2022/23	2023/24	2024/25	2025/26 & Outyears
Vote Internal Affairs					
Minister for the Community and Voluntary Sector					

Multi-Category Expenses and Capital Expenditure: Community Development and Funding Schemes MCA					
Departmental Output Expense: Administration of Grants (funded by revenue Crown)	0.040	0.040	(0.080)	-	-
Non-Departmental Other Expense: Building Community Capability	0.167	0.167	(0.334)	-	-
Total Multi-Category Expenses and Capital Expenditure: Community Development and Funding Schemes MCA	0.207	0.207	(0.414)	-	-
Total Operating	0.207	0.207	(0.414)	-	-

- 13 agree that the proposed changes to appropriations for 2021/22 above be included in the 2021/22 Supplementary Estimates and that, in the interim, the increase be met from Imprest Supply
- 14 agree in principle to transfer from 2021/22 to 2022/23 any underspend relating to the Building Community Capability fund in the above appropriations, with the final amounts to be transferred to be confirmed as part of the 2022 October Baseline Update, once audited accounts for 2021/22 are available
- 15 s9(2)(f)(iv)
- 16 note that the Minister and Associate Minister of Education will report back to Cabinet in early 2022 with an update on work to support diverse whole school communities

Authorised for lodgement

Hon Andrew Little

Lead Coordination Minister for the Government's Response to the Royal Commission's Report into the Terrorist Attack on the Christchurch Mosques

Annex One: Summary of RCOI report recommendations

#	Responsible Minister and lead agency	Summary of deliverables	Status
1	Prime Minister PMO/DPMC	Appoint Minister to lead counter-terrorism effort	Underway
2	Prime Minister DPMC	Establish national intelligence and security agency	Underway
3	Prime Minister DPMC with Te Kawa Mataaho	Investigate alternative mechanisms to the voluntary nature of Security and Intelligence Board	Underway
4	Prime Minister DPMC	Develop and implement a public facing strategy for countering terrorism and violent extremism	Underway
5	Minister Robertson Treasury	Amend Public Finance Act 1989 to require intelligence and security agencies to provide performance information that can be subject to performance audit by Auditor General	Underway
6	Prime Minister DPMC, Intelligence and Security Committee	Strengthen Parliamentary Intelligence and Security Committee	Underway
7	Prime Minister DPMC	Establish Advisory Group on counter-terrorism (the advisory group will be established by the National Centre of Excellence for Preventing and Countering Violent Extremism)	Not started (pending establishment of National Centre of Excellence)
8	Prime Minister DPMC	Include a summary of advice from the Advisory Group and actions in response, when providing advice on the National Security and Intelligence Priorities and annual Threatscape report	Not started (linked to recommendation 7)
9	Minister Little DPMC	Improve intelligence and security information sharing practices	Underway
10	Minister Little DPMC with NZSIS/GCSB	Amend the Intelligence and Security Act 2017 with respect to direct access agreements	Underway
11	Minister Little NZSIS and GCSB with DPMC, MBIE	Clearances and access to information management systems and facilities	Underway

12	Minister Williams Police with DIA, NZSIS, CTCC Agencies	Develop and promote a reporting system that enables members of the public to easily and safely report concerning behaviours or incidents to a single contact point in government	Underway
13	Minister Little NZSIS with Police, CTCC Agencies	Develop and publish indicators and risk factors that may demonstrate a person's potential for engaging in violent extremism and terrorism - update them regularly as the Threatscape evolves	Underway
14	Prime Minister DPMC	Establish a programme to fund independent New Zealand-specific research (the National Centre of Excellence for Preventing and Countering Violent Extremism)	Underway
15	Prime Minister DPMC with MSD, MOJ	Create opportunities to improve public understanding on violent extremism and terrorism in NZ, with ongoing public discussions	Underway
16	Prime Minister DPMC	Establish an annual hui on countering terrorism and violent extremism	Complete (with hui to be held annually)
17	Prime Minister DPMC with NZSIS	Require in legislation publication of the NSIPs and referral to ISC for consideration; publication of an annual Threatscape report; and the ISC to receive and consider submissions on the NSIPs and Threatscape report	Underway
18	Minister Faafoi MoJ with DPMC, Police, NZSIS/GCSB	Review all legislation related to the counter-terrorism effort to ensure it is current and enables agencies to operate effectively, prioritising consideration of the creation of precursor terrorism offences in the Terrorism Suppression Act, the urgent review of the effect of section 19 of the Intelligence and Security Act on target discovery and acceding to and implementing the Budapest Convention	Underway
19	Minister Williams Police	Direct Police (or other relevant entity) to make policies and standards and guidance for the firearms licensing system clear and consistent with legislation	Underway
20	Minister Williams Police	Direct Police (or other relevant entity) to introduce electronic system for processing firearms licence applications	Underway
21	Minister Williams Police	Direct Police (or other relevant entity) to ensure firearms licensing staff have regular training and undertake periodic reviews of the quality of their work	Underway
22	Minister Williams Police	Direct Police (or other relevant entity) to introduce performance indicators that focus on the effective implementation of the firearms licensing system	Underway
23	Minister Williams Police	Direct Police (or other relevant entity) to require two new processes for applicants who have lived outside of New Zealand for substantial periods of time in the ten years preceding the application	Underway
24	Minister Williams Police with MoH	Introduce mandatory reporting of firearms injuries to New Zealand Police by health professionals	Underway

25	Minister Radhakrishnan MSD with Police, ACC, MoJ, INZ, Te Kawa Mataaho	MSD to work with relevant agencies and non-government organisations to facilitate coordinated access to ongoing recovery support for affected whānau, survivors and witnesses of the attack	Underway
26	Minister Radhakrishnan MSD with Police, ACC, MoJ, INZ, Te Kawa Mataaho	Investigate establishing a Collective Impact Network and Board or other relevant mechanism that enables agencies, non-government organisations and affected whānau, survivors and witnesses to agree a specific work programme to provide ongoing wrap-around services	Complete with the establishment of the Collective Impact Board
27	Minister Radhakrishnan DPMC	Discuss with whānau, survivors and witnesses what, if any, restorative justice process might be desired, and how they would be designed and resourced	Underway
28	Minister Radhakrishnan MSD with Social Cohesion Oversight Group	Announce that the Minister for Social Development and Employment and MSD have responsibility and accountability for coordinating a whole-of-government approach to building social cohesion	Complete
29	Minister Radhakrishnan - MSD with Social Cohesion Oversight Group	Direct MSD to discuss and collaborate with communities, civil society, local government and the private sector on the development of a social cohesion strategic framework and the monitoring and evaluation regime	Underway
30	Minister Hipkins Te Kawa Mataaho Minister Radhakrishnan DIA (OEC)	Investigate machinery of government options for an agency focused on ethnic communities and multiculturalism	Complete with the establishment of the MEC
31	Minister Radhakrishnan MSD with Social Cohesion Oversight Group	Prioritise development of appropriate measures and indicators (such as the Living Standards Framework) of social cohesion, including social inclusion	Underway
32	Minister Clark - Stats NZ with DIA (OEC)	Prioritise collection of data on ethnic and religious demographics	Underway
33	Minister Hipkins Te Kawa Mataaho	Chief Executives of agencies involved in counter-terrorism to significantly increase diversity in workforce and in senior leadership	Underway
34	Minister Hipkins Te Kawa Mataaho	Public Service Commissioner to publish annual reporting on progress made by agencies against the Papa Pounamu commitments, particularly agencies involved in counter-terrorism	Underway
35	Minister Hipkins Te Kawa Mataaho	Public Service Commissioner to continue efforts on significantly increasing workforce diversity and attracting diverse talent for Public service leadership roles at 1 st , 2 nd and 3 rd tiers	Underway

36	Minister Hipkins MoE with MSD	Invest in opportunities for young New Zealanders to learn about their role, rights and responsibilities and on the value of ethnic and religious diversity, inclusivity, conflict resolution, civic literacy and self-regulation	Underway
37	Minister Radhakrishnan MSD with Social Cohesion Oversight Group	Create opportunities for regular public conversations led by the responsible minister –for all New Zealanders to share knowledge and improve their understanding of: a) Social cohesion b) The value that ethnic and religious diversity can contribute to a well-functioning society	Underway
38	Minister Hipkins DPMC (Policy Project)	Require all public service community engagement to be in accordance with the Open Government Partnership commitments and better utilise the 'Involve and Collaborate' pillars of the IAP2 Public Participation Spectrum	Underway
39	Minister Faafoi MoJ	Amend legislation to create hate-motivated offences in the Summary Offences Act and the Crimes Act	Underway
40	Minister Faafoi MoJ	Repeal section 131 of the Human Rights Act and insert a provision in the Crimes Act for an offence of inciting racial or religious disharmony, based on an intent to stir up, maintain or normalise hatred, through threatening, abusive or insulting communications with protected characteristics that include religious affiliation	Underway
41	Minister Tinetti DIA with MoJ	Amend the definition of "Objectionable" in section 3 of Films, Videos, and Publications Classification Act to include racial superiority, racial hatred and racial discrimination	Underway
42	Minister Williams Police with DIA	Direct Police to revise the ways in which they record complaints of criminal conduct to capture systematically hate-motivations for offending and train frontline staff on hate motivated offending	Underway
43	Prime Minister PMO/DPMC	Appoint a Minister to lead and coordinate the response to and implementation of recommendations	Complete
44	Minister Little DPMC	Establish an Implementation Oversight Advisory Group	Complete with the establishment of Kāpuia



Cabinet Social Wellbeing Committee

Minute of Decision

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Government Response to Ko Tō Tātou Kāinga Tēnei: Establishing a Longer-Term Work Programme

Portfolio Government's Response to the Royal Commission's Report into the Terrorist Attack on the Christchurch Mosques

On 24 November 2021, the Cabinet Social Wellbeing Committee (SWC):

- 1 **noted** that immediate priorities to establish the foundations for the response to the report of the Royal Commission of Inquiry into the Terrorist Attack on the Christchurch Mosques (the Royal Commission) that were agreed by Cabinet in March 2021 [CAB-21-MIN-0049] have been implemented, with work now progressing on substantive policy and legislative changes;
- 2 **noted** that public engagement has commenced on the implementation of some of the Royal Commission's recommendations, and these experiences have informed agencies' approach to future engagements;
- 3 **noted** that work to integrate te Tiriti o Waitangi and its principles into the response is ongoing and that officials from the Department of the Prime Minister and Cabinet and Te Arawhiti will undertake foundational work to support engagement with the Iwi Chairs Forum on the response to the Royal Commission in due course;
- 4 **agreed** to the proposed programme of work that would see substantive work to address all 44 of the Royal Commission's recommendations having commenced or become part of agencies' ongoing activities by 2023 across the following areas:
 - 4.1 social cohesion, education and inclusion;
 - 4.2 reducing hate-motivated crime and racism;
 - 4.3 firearms and safety;
 - 4.4 countering terrorism and violent extremism; and
 - 4.5 changes to the national security system;
- 5 **noted** that Kāpuia (the Ministerial Advisory Group on the Government's Response to the Royal Commission) has supported Cabinet's consideration of the work programme referred to in paragraph 4 above, with caveats that it is supported by a robust monitoring and evaluation framework and that it may provide further advice on the work programme as that framework is developed and the response progresses;

- 6 s9(2)(f)(iv)
- 7 **noted** that Ministers responsible for the government’s response to the Royal Commission (Responsible Ministers) will continue to meet regularly to consider progress against the work programme and any necessary sequencing changes, including those that may be recommended by Kāpuia;
- 8 **noted** that the Lead Coordination Minister for the government’s response (Lead Minister) intends to report back to Responsible Ministers in the first half of 2022 with proposals for an impact framework to monitor the government’s response to the Royal Commission;
- 9 **invited** the Lead Minister to report to Cabinet by the end of 2022 with an update on progress across the response;
- 10 **authorised** the Associate Minister of Social Development and Employment to approve further material on social cohesion for targeted consultation with communities before a final report back to SWC on a social cohesion framework in June 2022;
- 11 **agreed** to bring forward operating funding associated with supporting community groups and non-government organisations to build their capability and undertake engagement in response to the recommendations of the Royal Commission to respond to strong demand for this funding and the pressure on communities to engage in the early stages of the response;
- 12 **approved** the following changes to appropriations to provide for decision in paragraph 11 above, with no impact on the operating balance and/or net core Crown debt across the forecast period:

Vote Internal Affairs Minister for the Community and Voluntary Sector	\$million – increase/(decrease)				
	2021/22	2022/23	2023/24	2024/25	2025/26 & Outyears
Multi-Category Expenses and Capital Expenditure: Community Development and Funding Schemes MCA					
Departmental Output Expense: Administration of Grants (funded by revenue Crown)	0.040	0.040	(0.080)		
Non-Departmental Other Expense: Building Community Capability	0.167	0.167	(0.334)		
Total Multi-Category Expenses and Capital Expenditure: Community Development and Funding Schemes MCA	0.207	0.207	(0.414)		
Total Operating	0.207	0.207	(0.414)		

- 13 **agreed** that the changes to appropriations for 2021/22 above be included in the 2021/22 Supplementary Estimates and that, in the interim, the increase be met from Imprest Supply;

- 14 **agreed in principle** to transfer from 2021/22 to 2022/23 any underspend relating to the Building Community Capability fund in the above appropriations, with the final amounts to be transferred to be confirmed as part of the 2022 October Baseline Update, once audited accounts for 2021/22 are available;
- 15 s9(2)(f)(iv) [REDACTED]
- 16 **noted** that the Lead Minister and Associate Minister of Education (Hon Jan Tinetti) will report back to Cabinet in early 2022 with an update on work to support diverse whole school communities.

Rachel Clarke
Committee Secretary

Present:

Rt Hon Jacinda Ardern
Hon Grant Robertson
Hon Kelvin Davis
Hon Carmel Sepuloni (Chair)
Hon Chris Hipkins
Hon Andrew Little
Hon Poto Williams
Hon Kris Faafoi
Hon Peeni Henare
Hon Dr Ayesha Verrall
Hon Aupito William Sio
Hon Meka Whaitiri
Hon Priyanca Radhakrishnan

Officials present from:

Office of the Prime Minister
Office of the Chair
Officials Committee for SWC



Cabinet

Minute of Decision

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Report of the Cabinet Social Wellbeing Committee: Period Ended 26 November 2021

On 29 November 2021, Cabinet made the following decisions on the work of the Cabinet Social Wellbeing Committee for the period ended 26 November 2021:

[Redacted]	[Redacted]	[Redacted]
[Redacted]	[Redacted]	[Redacted]
[Redacted]	[Redacted]	[Redacted]
[Redacted]	[Redacted]	[Redacted]
[Redacted]	[Redacted]	[Redacted]
[Redacted]	[Redacted]	[Redacted]
[Redacted]	[Redacted]	[Redacted]

SWC-21-MIN-0188	Government Response to Ko Tō Tātou Kāinga Tēnei: Establishing a Longer-Term Work Programme Portfolio: Government's Response to the Royal Commission's Report into the Terrorist Attack on the Christchurch Mosques	CONFIRMED
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[REDACTED]

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[REDACTED]

[REDACTED]

Michael Webster
Secretary of the Cabinet

Proactively Released